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OBSERVATIONS AND RECOMMENDATIONS
RESPECTING
ALCOHOL AND DRUGS
IN THE NORTHWEST TERRITORIES

Prepared for the
DEPARTMENT OF SOCIAL DEVELOPMENT
GOVERNMENT OF NORTHWEST TERRITORIES

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SUMMARY OF OBSERVATIONS1. Introduction

The essence of the approach in preparing this report was to listen to the people in the North. The problems of the North are unique; therefore its solutions have to be unique and different from the usual patterns in the South.

The content of this report is based on:

- a) Individual interviews with some seventy different people, representative of various Government and non-Government agencies and community leaders throughout Northern communities. Included were Territorial councillors, Government staff, native leaders and representatives of law enforcement and health agencies.
- b) Two group meetings and two conferences. The community meetings were convened by COPE in Inuvik and Paul Kaeser in Fort Smith. The conference was that of the J.P.'s meeting with the Liquor Licensing Board and the conference of Indian people was at Rae.
- c) Visits to ten different communities.
- d) Review of pertinent documentation as supplied by the staff of Social Development and other departments.
- e) Interviews with alcoholism specialists in Alberta

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and Ontario, as well as senior staff of National Health and Welfare, and the R.C.M.P.

See
Appendix 1

The trend around the world now is toward considering alcohol as another drug - - a drug, which even though legal, is the most abused drug in North America. This appears to be especially true in the North. However, there also was considerable concern about solvents such as gasoline sniffing, misuse of nail polish remover, paint thinners, etc. There were reports of some illicit drugs like Marijuana, L.S.D. and Heroin in places like Inuvik, Yellowknife, Fort Simpson and Frobisher Bay. In comparison to alcohol these problems were viewed as minor, and to the observer appeared to be of considerably lesser magnitude than similar problems in the urban centres of the rest of Canada. Whereas other drug problems appeared minor to the interviewees, and whereas the experience in North America has shown that a concentration of public preoccupation and anti-drug education in the schools has achieved results just the opposite of those intended - - that is increased the young peoples curiosity and experimentation with these drugs - - it appears that no large scale research or anti-drug campaign should be launched at the present time. Instead, limited Government funds could better be used for alternative community level research and community action as proposed later in this report.

See
Appendix 2

Although any program set up in the future would need

to address itself to all drugs, including alcohol and tobacco, this report concentrates on alcohol which is in keeping with the expressed focus of concern of those interviewed.

11. The Magnitude of the Problem

Although there has been little scientific research on the magnitude and nature of alcohol abuse in the Northwest Territories, there is no question in the minds of most of the interviewees of the many alcohol-related problems, and especially the devastation of the native peoples by alcohol abuse, some of whom have just recently been introduced to alcohol. To many, the problem is of a serious epidemic nature. They note the higher per capita consumption of alcohol than in the Southern provinces; the very high rate of alcohol related offences averaging 95% in the Yellowknife Correctional Centre; the high rate of accidental deaths noted by health authorities; the impression by law enforcement people that their work would be decreased by 75% if it were not for the abuse of alcohol, and the impression by welfare personnel that 98% of child neglect cases were directly correlated to the abuse of alcohol.

It could well be that these potentially measurable symptoms were like the visible parts of an iceberg, for to the native people the damage appeared to be deep in human terms -- the demoralization of their people, the damage done to their spirit, self-image and confidence.

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Although perhaps inaccurately, many natives were blaming alcohol as the source of their ills, and blaming the Government for having made it available to them without sufficient consultation or preparation for handling this potent substance.

111. Complexity of Alcohol Abuse Problems

Because of the quality of the alcohol substance and the way alcohol has been institutionalized in our lives, it is impossible to look at the problems of alcohol abuse without also looking at other circumstances of life which might contribute to the excessive use of alcohol. This means considering the quality of life facing the individual, including all those factors that make him happy or depressed, hopeful or hopeless, confident or insecure, having feelings of worth or worthlessness, feeling comfortable or experiencing physical and psychological pain.

It is not possible to isolate alcohol problems from such factors as housing, recreation, job opportunities and capabilities of fulfilling these opportunities. There is no simple solution in pill form for the alcohol abuse problems of the North. Given that alcohol is already available in the North, and that it will not be possible to remove it from the North as some native peoples would wish, the challenge is how to best control its availability, and the context in which it is used, in order to keep its damaging effects to the minimum.

For problems of alcohol abuse are not simply the function of a maladjusted personality, but equally the function of the easy availability of alcohol in an environment which fosters heavy drinking.

IV. Factors Contributing to High Alcohol Abuse

Discussion of these factors usually break down into two categories: a) those pertaining to the non-natives, and, b) those which are particularly unique to the native peoples of the North.

- a) Generally it is an axiom that the greater the acceptance of the pattern of heavy drinking, the greater the rate of alcoholism. There is a drinking myth of the North which is that heavy drinking is synonymous with being a strong man of the frontier. In the words of a foreman proposing a toast, "Any man who can't drink a triple rum with me is not a man." Alcohol, therefore, has become a necessary medium for the host, an expression of good friendship and bravado. A high degree of intoxication is usually accepted, and this is for example reflected in the fact that offences committed under the influence of alcohol are dealt with more leniently than if the same offence is committed in a sober condition. Immediately prior to the Caribou Carnival, the Yellowknifer asked the question "What event do you look forward to during Caribou Carnival?"

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Response number one was "What's the bar like and when does it open?"

The opinion was consistent and supported by some research that the non-natives who went North were not the most stable people, and brought with them propensities for heavy drinking. This served as a negative model to the native people where drinking was not a social amenity at the dining table, but a substance of escape and a pain killer in a hard physical and psychological environment.

- b) In respect to the native peoples of the North, there seems to be a general agreement that these are a psychologically hurt people. This is seen in various ways. For example, the growing resentment against the non-natives for coming into their country to take care of them, to research them and to exploit their natural resources. Some see this psychology as similar to an invaded people where there is a continuing passive resistance to what is being imposed on the people. Part of this resistance is reflected in self-destructive processes such as suicide and excessive drinking.

Historically, many of the experiences of natives with representatives of the broader society is such that contributed to the natives' lack of

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self-respect or self-confidence. The sense of powerlessness and hopelessness is reflected in various ways, and thus native people with this psychological state are prone to abuse alcohol when they are introduced to it. For many natives are passing through painful stages of transition - - having given up or lost old ways of life and yet not prepared to make it in the white man's world. This propensity to abuse is enhanced further by the "famine or feast" tradition of the natives. This had led to a pattern of drinking wherein the cork is never returned to the bottle, and the alcohol is consumed as long as it is available. As an illustration of this, apparently there is no Eskimo word for drunkenness, for either a person is one whose way is to drink or one whose way is not to drink.

There are people in the North who feel that the Government's "hand-out welfare" policies have also contributed to the natives alcohol problem. First, it is said that easily-available social-assistance discourages natives from applying for employment or sticking responsibly with employment once they have it. Apparently there are no consequences to refusing or leaving jobs, since the individual and his family can draw social-assistance as high or higher than that from employment.

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The second dimension of this problem is seen as the consequent idleness of natives having no responsibility or time-occupying activities. The implications of these observations are that there should be more co-ordination between those working for the creation and maintenance of employment opportunities and those in charge of social-assistance.

Additionally, it appears to some people that in the North there exists an "affluent poor". The reference is to native people who have considerable "disposable income" being spent on alcohol beverages since these incomes are not being spent on food, education, recreation or material things which are usually considered necessities by non-natives. It is felt by these people that natives have more available money for alcohol since they are able to save on food costs through hunting and fishing. This may help to explain an under-current of resentment among some northerners toward native people for apparently being able to afford excessive drinking.

V. Alcohol Abuse in the North More Than Alcoholism

Until recently in the provinces people were divided into two groups - - social drinkers (approximately 97%) and alcoholics (3%). Then Ontario researchers established a third category, that of "hazardous drinkers" (about another 3%) to illustrate the continuum of drinking from social drinking to alcoholism, a continuum where boundary lines are hardly perceptible. In the North

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there appears to be a very distinct additional category, especially among the Indians and the Eskimos. This category could best be described as "hazardous cultural drinkers" which makes up a very sizeable proportion of the native population which has learned to drink excessive amounts of alcohol when it is available. This type of drinking is also described as "potlatch" or group drinking. Though not motivated by the kind of craving as that of an alcoholic, this excessive type of drinking is none the less damaging to the native people, leading to much child neglect, loss of jobs, physical violence such as wife beating and accidental deaths in fighting, or by freezing in cold weather. An additional dimension of this hazardous type of drinking is the high frequency with which use is made of alcohol in forms not fit for human consumption which leads to physical damage or death.

Thus an alcoholism and drug program for Northwest Territories must address itself in a unique way to this particular group of people whose serious problems of alcohol abuse may lead them to the Yellowknife Correctional Centre, but who are not alcoholics in the traditional sense. This will require a deeper understanding of this particular category of hazardous drinkers, and the development of new educational and community involving techniques. A conflict presently exists between many youths who drink and the traditional

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elders who are opposed to any use of alcohol - - this is both a generational and cultural gap.

Some respondents resented the approach of A.A. and its total abstinence without appreciating that for the alcoholics it was all or nothing. For those already in a pattern of hazardous drinking, it is an open question whether they could be taught moderation. An experiment in this area is currently running at Kenora, Ontario, under the title of AIM - Alcohol in Moderation. Although it is too early to judge the experiment it appears to be in jeopardy because of the confusion between drinking and alcoholism. Some people appear to be protesting the aims of the project as that of teaching alcoholics to drink again rather than an attempt to teach responsible drinking to those not alcoholics. However, there may be some lessons in this project as it continues.

VI. Law Enforcement of Liquor Control Board Regulations

Various Government law enforcement and native people are quite concerned about the very lax enforcement of the existing Territorial regulations in respect to the serving of alcoholic beverages to minors and to those who are excessively intoxicated.

Even casual observation confirms the latter. People who could hardly hold their heads up were being asked if they wished more beer and were served more.

Criticism was expressed about the operators of these establishments having no responsibility beyond

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kicking their drinking customers out onto the street - - customers who then became problems to their families, the police, and a nuisance to the community.

There is a tendency towards increasing legal liability in this area. This is, for example, reflected in the Ontario Act and similar clauses being contemplated for the new Alberta Act. A recent ruling of the Supreme Court of Canada has established a precedent that beverage room operators have a duty toward persons who become intoxicated on their premises.

Although many people had strong feelings about excessive consumption in the bars in the North, they felt both helpless and ignorant as to what they as citizens could do. Even though citizens apparently could lay complaints, a lady in Fort Simpson felt that the price for this action would be so high that she would probably be run out of the community for having made such a complaint.

The question of a contradiction of goals may well merit further consideration. On the one hand the legitimate goal of hotel operators is to sell as much liquor as possible for the sake of profit and return on their investment. On the other hand society has a vested interest in not over-consuming because of the high human and economic cost from over-consumption. And whereas it may be unrealistic for the Government to assume greater monopoly in bringing liquor to the people, it can perhaps better balance these two con-

See
Appendix 3

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tradictory motives by much stricter enforcement of its regulations. The opinion was strong that fines in this respect were useless, given the high profits being made, and that the occasional closing of bars for periods of up to thirty days would quickly change the atmosphere of these drinking places into more acceptable social centres rather than "dens of drunkenness".

VII. Interdiction

The subject of interdiction came up in most discussions with some people having had positive experience with it, and others negative. It appeared that the usefulness of interdiction depends on the stage of development of a community. The bigger and the more urbanized a community, the less effective interdiction appeared to be. In smaller communities where people co-operated and where at times the individual himself requested this measure, this provision proved useful.

VIII. Lack of Awareness

Although there are many unknowns about alcohol and its effects, there is a body of knowledge that is generally accepted and utilized by professional and Government programs. Generally people in the North, professionals and community and Government leaders, appeared unaware of these elementary facts. (For example, the J.P. who argued in favour of the French

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model of alcohol use without being aware of the fact that France leads the world in its rate of alcoholism and the high physical health damage resulting from alcohol consumption, or the community nurse who refused to give a session on alcohol and the body because she felt she lacked the necessary knowledge on the subject).

Some opinions were strong to the effect that the National Health and Welfare had no business in sending nurses North without better preparation for understanding and coping with alcohol problems. The same may apply to other workers of the Territorial and Federal Government employees engaged in the service industries.

1X. Practises Not Consistent With Goals

Whereas the general atmosphere and climate of Government and private institutions will help to determine the type of drinking and the significance of drinking amongst the people, there were numerous examples which reflected the enhancement of alcohol and its high place in Northern life. For example, at the Yellowknife Airport, an incident was observed where two Indian chiefs were having a bottle of beer in the restaurant at lunch time, when a third chief came along with a cup of coffee. The coffee drinker felt somewhat downgraded by the waitress who asked him to leave with his coffee to the lobby, while the beer drinkers, with their more expensive beverage, were allowed to remain seated. One of the establishments in

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Yellowknife which serves a snack with a noon drink does not serve coffee on Saturday afternoons. Thus, in a variety of ways the non-alcohol drinker is penalized, especially in smaller communities where there are alcohol outlets but where there are no alternative outlets for entertainment or socializing outside the premises of the alcohol-serving institution.

A number of people expressed the hope that the Government, at various levels, set an example where alcohol is not the prime focus of its functions and where non-alcoholic beverages are as easily available and served in a fashion that does not penalize the non-alcohol drinker or the drinker who wishes to stop at one drink.

Reflecting the above concerns, the question was frequently asked as to whether the left hand of the Government knew what the right hand was doing. If the Government's motivation is not high alcohol profits, (which it couldn't be because the evidence indicates that the costs of picking up the pieces far exceeds the profits in the long run) then the various arms of the Government need to work in harmony towards the greatest prevention of alcohol abuse, and most constructive coping with emerging problems. This means an absolute necessity for those with alcohol policy determination powers and the alcohol delivery powers to sit at the same table with those charged with the responsibility

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of picking up the pieces of alcohol abuse, and the representatives of those who use and abuse alcohol.

That there is merit in this type of sitting together is supported by the fact that the alcohol industry has its side of the story, this pertaining to those situations when in the interest of controlling grossly intoxicated behaviour, certain individuals may need to be barred from the premises. There may be an over-readiness on the part of Human Rights people to take action against hotel operators whose actions may, in fact, be in the interest of the particular individual and his family.

X. Lack of Co-ordination and Team Work at Community Level

A visit to the communities of N. W. T. quickly reveals that professionals and service agency leaders do not work closely or harmoniously. It appears more like representatives of competing empires than various people working harmoniously for the welfare of the residents of a community. There is evidence (not yet published) that this non-co-operation at the community level is the reflection of the professional insecurities of the representatives of the various agencies, such as nurses (National Health and Welfare), adult educators, teacher, R.C.M.P. and the various Territorial staff of Social Development and other branches.

Twofold implication in this observation:

a) Greater training and orientation required by all

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of the service people. This would mean more training in the area of alcohol abuse as well as the need for some specialist staff with community development skills.

- b) A much stricter selection criteria for those Southerners going North to ensure the selection of the most competent and mature personnel. In the words of one observer - - "The Government would do as well to bring fewer whites up North, but to make sure they are the best type of whites". Above average salaries and fringe benefits were noted as basic requirements for this to succeed. On the other hand spokesmen for native groups stressed the need for natives to fill more agency roles and with preparation through various special courses and in-service training. They also wished to carry more responsibility at the community level so that they could do the job according to their values rather than according to the rules and regulations of Government agencies.

XI. Skepticism About Territorial Government

A surprising number of people, natives and non-natives, were skeptical about the Government being serious about doing something respecting the alcohol abuse problems. This skepticism seemed to cluster about the Government's intention or ability to restrict

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alcohol consumption and to enforce its own liquor regulations. Others expressed skepticism about sufficient financial resources being appropriated for a comprehensive program in the light of the past inadequate support of the present alcohol education program. To some it appeared as though an elephant-sized problem was being approached with a mouse-sized program.

XII. Problem Drinking in Territorial Government Service

Although varying in degree of concern many interviewees noted the alcohol problem among Territorial Government civil service with such comments as:

"Government people are notorious - - there are more alcoholics in Government service than among natives".

"Big thing I don't like is when Government men visit my small community - - they bring a suitcase of bottles for Government guys here and stay in his house drinking, but don't come to visit the people".

A review, precipitated by current alcohol study, by the Northwest Territories Public Service Association brought several helpful responses, including comments:

"Problems re effect of alcohol are not overwhelming with Northwest Territories Public Service Association members, however have been informed that some members do have problems re use of alcohol which leads to absenteeism and temporary suspensions. Certainly have

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abnormally high consumption in the North" - - -

"A good number of region employees travel within the Territories during the normal course of their duties. While absent from their headquarters and not under direct supervision, privileges are abused as the result of drinking. There has been some documented evidence surrounding situations of this nature" - - -

"Personnel from either Headquarters or Regional Office spend considerable time in the Arctic settlements during the summer months and drinking results in abuse of privileges and absenteeism. Continuation will have detrimental effects on work habits of local employees and the community in general. It would appear the employer has far-reaching responsibilities to rectify matters".

XIII. Existing Services

1. The present alcohol-education program was uniformly criticized as being inadequate and ineffective with its materials, not in keeping with Northern realities or native cultures.
2. The administrative decision of farming out responsibility to Regional Offices appears not to have been effective because:
 - a) Staff overloaded with more pressing day-to-day responsibilities.
 - b) Staff generally not prepared through knowledge or motivation to bring to bear creative in-

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vestment of themselves for more constructive responses at the community level. Of the four Regional Offices this approach viewed with enthusiasm only by the Churchill Region, the others feeling they need more staff generally and more specialized support.

3. The grant-making system appears to have been a very positive step except for the staff who were disillusioned by the easy availability of money to non-professionals when they themselves had difficulty in getting appropriations.

The present weakness of this grant system appears to be:

- a) Its relative obscurity in that few people at the community level know enough about it - - the apparent need for more interpretation and selling of this dimension through individual and group meetings.
- b) A need for overall co-ordination and on-going evaluation of these various projects in order that one group is learning from the experiences of another group.
- c) A need for a clearer definition of the terms of reference and a more crystallized feed-back and accountability procedures for the recipients to report on the progress of their projects and the benefits thereof.

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4. Although no effort was made to evaluate the Alcohol Awareness program of the Metis Association of the N. W. T., since it has been operating for only a matter of months, response to it appears to be mixed. One problem is that many people (natives and non-natives) were not separating this program from the broader politics and controversies surrounding the Association as a whole. It is this dimension that augers against Territorial-wide programs being administered by one of the political organizations. On the other hand these native organizations have the kind of confidence and trust of many of their members that certain kinds of communication about alcohol abuse could most effectively be achieved through them.

RECOMMENDATIONS AND PROPOSED PROGRAM

Reflecting the observations noted in the first part of this report, the concerns of the people of the North appeared to cluster about several main areas:

1. Availability of alcohol by means and circumstances that were not in keeping with desired community goals or Territorial ordinances.
2. Lack of co-ordination of Government policies and services as they pertain directly or indirectly to the use and abuse of alcoholic beverages.
3. Lack of effective treatment, public information and training programs.

Therefore the recommendations are grouped under the following three areas of concern. These recommendations are intended as preventive measures keeping in mind that a good policy is better than a thousand social workers.

RECOMMENDATIONS AND PROPOSED PROGRAM1. Alcohol Availability and Enforcement of Liquor Ordinances

RECOMMENDED - that Government regulations and programming be aimed at reducing the pattern of drinking which leads to drunkenness. Toward this end some possible measures might be:

Some Measures
to Possibly
Reduce Heavy
Drinking

- a) Making available and encouraging use of weak beers.
- b) Making food easily available on drinking premises.
- c) Making non-alcoholic drinks available and not penalizing those who use them by regulation or innuendos of serving staff.
- d) Encouraging recreational activities within licensed premises, so that sociability and physical movement is enhanced and accepted and social sanctions against drunkenness increased.
- e) Encouraging and supporting recreational and sport facilities where alcohol is not served. Northwest Territories appears to be the only place where alcohol is served at bingo games.
- f) Printing warnings on bottles and cartons of alcohol beverages such as: "Warning" Alcohol is a drug, and excessive use may be injurious to your health." Also warnings could be posted in drinking premises - and be in Eskimo syllabics where appropriate.

See
Appendix 5

RECOMMENDATIONS AND PROPOSED PROGRAM

- g) Training, and perhaps licensing, of bar managers in respect to Government ordinances, liabilities of licensee as well as elementary knowledge of alcohol and alcoholism.
- h) Providing a breathalyzer or other less expensive devices which could be used by the customers to determine the degree of their intoxication, and also serve as an educational tool in respect to hazardous amounts of alcohol.

RECOMMENDATIONS AND PROPOSED PROGRAM

2. RECOMMENDED - that the liquor ordinances of North-west Territories have included in them not only a clear statement about the responsibilities of licensees, especially in respect to not serving minors and those apparently intoxicated, but also should include a civil liability section.

This section would partially meet many people's concern about the irresponsible profit making motives of those in the alcohol beverage industry. Experience in the Southern provinces has been in the direction of laying greater onus on those selling alcohol beverages, as noted for example in the Ontario Act and the recent decision of the Supreme Court of Canada. This civil liability clause may appear onerous, but in the interest of prevention of offences and saving of lives is necessary and warranted.

There was general agreement among the interviewees and those specializing in this area that licensee infractions had to be dealt with firmly by such measures as the closure of business for significant periods of time, rather than by inconsequential fines. To clarify and strengthen the liability section of the Ontario Act, the following revised wording is being proposed:

Responsibility
of Licensee

See
Appendix 6

"Where any person, or his servant or agent, sells liquor to or for a person whose condition is such, that the consumption of liquor would apparently intoxicate him, or increase his intoxication so that

RECOMMENDATIONS AND PROPOSED PROGRAM

he might be in danger of causing injury to his person or damage to his property, or causing injury or damage to the person or the property of others, then if the person to or for whom the liquor is sold, while so intoxicated:

- a) causes injury to himself or damage to his own property, or is himself injured by another or others, or suffers damage to his property by another or others, then in any of those cases, any person so injured in his person or property is entitled to bring an action for damages against the person, persons or corporations who, or whose servants or agents sold the liquor:
- b) causes injury or damage to the person or property of another person or corporation, then any person or corporation so injured in his person or property is entitled to bring an action for damage against the person, persons or corporations who, or whose servants or agents sold the liquor;
- c) commits suicide or meets death by accident, actions under the Fatal Accidents Act and under the Trustee Act lie against the person, persons, or corporations who or whose servants or agents sold the liquor."

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3. RECOMMENDED - that R.C.M.P. be delegated the responsibility of enforcing the liquor ordinances pertaining to licensed premises. R.C.M.P. policing of licensed premises would have the following advantages:
- Police are available in every community where drinking establishments operate.
 - The policing would be twofold - of the licensee and the customer. Such policing, in uniform and when necessary without uniform, would assure that minors and intoxicated customers would not be served.
 - Experience of some police officers suggests that such a police presence could be a preventive factor forestalling violence or injury or crime after the bar closes.

R.C.M.P.
Enforcement
and Policing
Licensed
Premises

The above approach has been successfully operating in Ontario and is being considered in Alberta. Naturally such added responsibility to the police would require additional remuneration from the Government, and could be tied in as an expense accruing to the Liquor Control System. The above arrangement would resolve the concern many had about the limitations of liquor inspectors who would still be necessary to supervise the establishments in respect to cleanliness, safety and other factors.

In all cases a co-operative team approach would be most desirable; co-operation and good communication between the licensee and the liquor inspector and the liquor board; between the licensee and the police force; between the police force and the alcoholism program personnel.

RECOMMENDATIONS AND PROPOSED PROGRAM

4. RECOMMENDED - that more use be made of innovative procedures for alcohol distribution to allow for greater native involvement in the control of alcohol use and consequences of alcohol abuse.

Innovative Procedures and Greater Native Involvement in Alcohol Distribution

At Fort McPherson, the volume of bootlegging may have reached such proportions that an alcohol outlet is necessary. Could such an outlet be handled by native leaders or by Settlement Councils in a way that the people would carry the onus for control and type of distribution?

See Journal Article - Appendix 7

Any such experimentation would require considerable preparation of the community as a whole as well as those charged with specific responsibilities. New thinking needs to be explored where certain native groups may wish to develop licensed establishments within the context of their own culture.

Governmental regulations having to be Territories-wide are not equally appropriate or enforceable in each of the communities. Therefore such efforts and initiatives as those of Igloodik (liquor orders requiring signatures of Settlement Councillors) and Rae (resistance to outlets) should be supported, publicized, and looked on as experiments or necessary steps of growth and community preparation for broader alcohol availability.

The Commissioner, Stuart Hodgson, was praised for his sensitivity in listening and supporting opinions of

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local peoples. This recommendation is in keeping with such sensitivity.

One particular area requiring co-operation was in respect to bootlegging. On the one hand people were complaining that bootleggers were running rampant in places like Inuvik and Fort McPherson. On the other hand police were having difficulty in getting co-operation from people in laying of charges. R.C.M.P. needs support of communities and their leaders.

An interesting coincidence: Indian people at Rae have made requests to the Government which appeared very similar to the thinking of some alcoholism scientists in Ontario. After becoming alarmed by the damaging effects of alcohol on their community, the Dogrib Band Council passed a number of resolutions, one of which was: "That a ten year moratorium be applied on all questions of a liquor plebiscite and retail outlets in Rae-Edzo." Scientists at the Ontario Addiction Foundation, observing the steadily rising rates of alcoholism with all the incumbent health consequences were expressing the need for a moratorium on further liberalizing of liquor control legislation, in order to first stabilize consumption and better assess what was happening.

See
Appendix 8

RECOMMENDATIONS AND PROPOSED PROGRAM

5. RECOMMENDED - that in order to lessen the damaging effects on the native communities along the Mackenzie, the Government consider:
- a) operating, on an experimental basis, beer premises in which the motive is not profit, but recreation without drunkenness. This is similar to Recommendation of Northwest Territories Board of Liquor Inquiry in 1969;
 - b) imposing some responsibility on companies for the behaviour of their men.

Protecting
Native
Communities 2
Suggestions

See
Appendix 9

Periodic dumping of workmen on small communities should be avoided. Many of these men, loaded with money and need for sex outlets, harass the small communities, including young girls of thirteen and fourteen years of age. Transporting such workers directly to urban centres in the South would lessen the damage done to the Northern communities. Experience of Hire North supports the credibility of this suggestion.

Native people of the North warrant a similar level of protection to that now accorded to Northern ecology.

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Appendix 10

RECOMMENDATIONS AND PROPOSED PROGRAM

Making
Offender
Punishment
More
Meaningful

6. RECOMMENDED - that in order to provide more peer group sanctions of those committing alcohol offences or offences committed under the influence of alcohol, community native people be involved in various ways by Justice personnel. Further, that such sentences be community oriented and where appropriate include sentencing to alcohol treatment facilities. Such sentences, within limits, could be of a minimum-maximum nature pending the kind of participation and involvement of the offender in the treatment program.

Going to jail for some people is not a social disgrace and may in fact be looked on by the individual's peer group as a positive achievement. Therefore the need to make legal and justice procedures more meaningful and effective.

RECOMMENDATIONS AND PROPOSED PROGRAM

7. RECOMMENDED - that the Territorial Government establish an Alcohol and Drug Co-ordinating Council.

Alcohol and
Drug Co-
ordinating
Council

Membership on such Council to include representatives of:

- the Territorial Government (including the heads of Social Development, Education, Local Government, Industry and Development)
- Justice and Law Enforcement - R.C.M.P.
- native organizations of the Northwest Territories
- the Liquor Control Board and the Liquor Licensing System
- private industry and of the alcohol beverage industry
- National Health and Welfare
- and a representative of A.A.

Purpose of the Alcohol and Drug Co-ordinating Council:

- to promote co-ordination of Governmental services which relate to alcohol distribution and problems pertaining thereto
- to promote communication and co-operation between the Territorial Government and the Federal Government agencies such as Justice, R.C.M.P. and National Health and Welfare which provides the nursing services throughout the North
- to serve as an Advisory Body and a "sounding board" to the Alcohol and Drug Program in respect to program, grants, etc.
- to act as an advisory body to the Commissioner

RECOMMENDATIONS AND PROPOSED PROGRAM

Chairman of A.A.D.C.C. should preferably be a non-Government staff member, with the Program Director of Alcohol and Drug Program acting as Executive Secretary to the Council.

Rationale for such a co-ordinating council is obvious, given the many facets of life that are touched by alcohol abuse. Those responsible for licensing establishments would probably benefit by direct communication with those responsible for picking up the pieces and for the prevention of abuse problems and vice-versa. Such high-level communication and co-ordination would have positive results both at the administrative and community levels where there is such a crying need for more teamwork. For example, if idleness is one of the contributing factors to alcohol abuse, as evidenced by some observers, then communication among the social assistance, employment and recreational people could lead to more meaningful decisions and co-operative action.

A number of interviewees stressed that alcoholism programming be taken completely out of Government in order to avoid the ineffectiveness of bureaucratic procedures. One way of doing this would be to make the Alcohol and Drug Co-ordinating Council an independent Commission completely responsible for all aspects of the alcohol industry - licensing, marketing,

See
Appendix 11.

RECOMMENDATIONS AND PROPOSED PROGRAM

prevention and picking up the pieces.

This, although desirable, is not being recommended given the problems of duplicating support services and possible difficulties in integrating with on-going Government services. Alcohol abuse should be the concern of all Government personnel, for all educational, economic and cultural programs will be thwarted if alcohol misuse is not reduced. However, the people's concern about bureaucratic procedures is valid and challenge the Government to proceed in ways which will assure a creative and innovative staff.

RECOMMENDATIONS AND PROPOSED PROGRAM

8. RECOMMENDED - that the Territorial Government set a good example to private industry in the North by establishing a Government policy on alcohol and drug abuse within the Government service.

Government
Employee Policy
on Alcohol and
Drugs

Alberta
Policy See
Appendix 12

Such a policy, similar to those in the Federal Government and in the other provinces, recognizes that people with alcohol or drug problems have a health problem and are eligible for treatment and disciplinary action if such treatment is not accepted.

Further, the Government may wish to:

- a) formally warn it's employees that any intoxication while on duty will not be tolerated
- b) establish training sessions for its supervisory staff as part of the proposed alcohol and drug program.

Additionally, the Government could, at its various social functions, ascertain by its actions and policies that drinkers of non-alcohol beverages are not penalized or embarrassed. Of interest is the fact that a number of clergymen in the North have ceased drinking in public in order to set a different example to natives than those they have come to associate with white men.

RECOMMENDATIONS AND PROPOSED PROGRAM

Proposed
Alcohol
and Drug
Program

9. RECOMMENDED - that the Territorial Government establish an Alcohol and Drug Program, the purpose of which would be the provision of:
- a) Treatment and treatment demonstration services.
 - b) Public information and professional training.
 - c) Community resource development (agency co-ordination and community level involvement).
 - d) Evaluation and research.

The main components of this program would be:

- a) Grants-in-Aid - to allow for the greatest possible decentralization and diversification of programming at local levels.
- b) Specialized staff task forces at Yellowknife and Frobisher Bay for treatment (out-patient and Correctional Centre) professional training, information gathering and information dissemination, program assessment and fact finding.
- c) A built-in intern training program to ascertain that Northerners end up in charge of the program, and that people from smaller communities have opportunities for training.

This approach takes into consideration the problems of providing effective and economical programs for Northwest Territories given:

- a) the sparse population;
- b) the huge geography;
- c) the proportion of people who do not speak English,

RECOMMENDATIONS AND PROPOSED PROGRAM

yet whose dialects vary among both the Indians and the Eskimos;

d) the extent of unemployment;

e) the elementary nature of most community services and the lack of these in some of the communities.

The proposed approach is a beginning thrust, with future direction developing according to the needs of local communities, the experiences of the staff and the wisdom of the Alcohol and Drug Co-ordinating Council.

ALCOHOL & DRUG PROGRAM

STAFFING - Headquarters at Yellowknife

a) Program Director - reporting to Assistant Deputy
Commissioner

- overall program administration and co-ordination
- supervisor of staff
- Executive Secretary to Alcohol and Drug Co-ordinating Council
- liaison with Government departments and community agencies

b) 6 Senior Community Counsellors - (to make up two mobile, flexible, multidisciplined task forces).

One team of 3 staff members at Yellowknife Centre

One team at Frobisher Bay

Each with treatment - education - community development skills

Teams responsible for - out-patient treatment

- staffing alcoholism program in Yellowknife Correctional Centre and the proposed Detox - Half-Way House in Frobisher Bay
- Professional training and community workshops
- summer (winter) school (Yellowknife staff)
- Grant-in-Aid interpretation and supervision
- motivation, support and consultation to community level programs

ALCOHOL & DRUG PROGRAM

- c) Education Media Consultant - development of practical Northern oriented materials including films, VTR, school curriculum, preparation of newspaper articles.
 - Arranging for alcohol films in theatres and community shows.
- d) Evaluation and Research - ongoing assessment of programs
 - Grant-in-aid criteria
 - fact finding and staff training
 - review of literature
- e) 8 Native Interns (under Federal Training Grants)
 - 3 at Frobisher Bay
 - 5 at Yellowknife
 - to be staff members of Staff Task Force and participate in all phases of the program with individual supervision and support of senior members of Task Force - some of whom may also be native.

Program ElementsA. Treatment and Treatment Demonstration

- 1) Yellowknife Centre
 - a) to serve as Headquarters for staff
 - b) to provide out-patient clinic services
 - c) to provide alcohol program for Yellowknife Correctional Centre.
- 2) Detox - Half-Way House - Residential Treatment
 - could be separate or combined facilities
 - alternatives:
 - a) through grants to Tree of Peace, which organization being non-political appeared to rate most positively among natives and non-natives in Yellowknife;
 - b) through administration of Yellowknife Centre with the added dimension of a "Territorial Henwood" - a one month residential treatment centre, which may possibly be tied in with the Yellowknife Correctional Centre.
 - c) through a grant to a group of natives for an all native centre like the Meadow Lake Alcoholic Rehabilitation Centre, to be run in existing facilities at Fort Simpson or Providence. However, this still at the idea stage among native people;
 - d) through grant to Metis Asslciation of N. W. T. - considered to be a controversial alternative.
- 3) Frobisher Bay - Staff Task Force - would provide:

Program Elements

- a) out-patient treatment service;
- b) alcoholism treatment program for the proposed Detox - Half-Way House, where the Task Force would be housed (this is in keeping with McReynold's Report);
- c) provide treatment, training and consultation to communities in the two eastern regions.
- 4) Co-operation with General Hospitals - both at Yellowknife and Frobisher Bay Staff Task Forces would work co-operatively with hospitals which would already be treating some alcoholics. Task Force to work toward orientation of hospital staff to alcoholism and the co-ordination of hospital program with other community programs.

B. Public Information and Professional Training

In order to provide some of the basic alcohol and drug information that appears so lacking in the North, it is proposed that the Yellowknife Staff Task Force implement a several-fold program:

- a) An annual one week summer (or winter) school of studies on this subject, and alternating among such centres as Yellowknife, Fort Smith, Frobisher Bay and Inuvik, This would provide the opportunity for more professional and community leaders in these communities to take advantage of such courses.
- b) Community based workshops would basically be organized by the local communities, but would use some of the resource personnel from the Yellowknife and Frobisher Bay Centres. Such communities would be encouraged and supported through grants to do their own local fact finding.
- c) Interjecting the subject of alcohol and drug abuse in agendas of ongoing conferences and training programs, for such groups as teachers, adult educators, Justices of the Peace, nurses, police and various Governmental conferences. The Justices of the Peace have already extended their invitation for such participation next year.
- d) As preparation of resource people for above noted programming in 1974, the Government, National Health

Public Information and Professional Training

and Welfare and others should take immediate action to have selected personnel, native and non-native, to attend summer schools in such places as Alberta, Ontario or Utah. (Further information under separate cover.) Such participation should not be limited to Governmental personnel and could involve travel grants-in-aid to native groups, church groups, union or community agencies. It is very important that Government efforts and concerns be paralleled by church, business and other community groups. There are a number of people who have already volunteered their readiness to learn and help at community level, if they could get some training.

C. Community Resource Development

Whereas most problems arise at community level, it is at this level that they must be coped with.

Required - 1) Financial Resources

- to be met by grants-in-aid

2) Motivation and Community Teamwork

- to be met and facilitated by members of Staff Task Force (1 at Yellowknife serving Fort Smith - Inuvik regions) (1 at Frobisher Bay serving Frobisher Bay and Churchill regions)

3) Specialized Skills and Knowledge

- to be met through summer school courses and community workshops

In the words of one native, "local people would really carry the ball - they would be like a cabinet - the resource man would be the technician".

Purpose of grants-in-aid programs is assistance to local communities to do whatever appears logical to better understand and cope with local problems arising from the misuse of alcohol and other substances. A variety of community groups could apply. In some communities it may be Settlement Councils or Indian Band Councils, or in others special community committees-of-concern - several of which are already functioning.

D. Evaluation and Research

With any program there is danger of wastage of funds unless there is a critical and objective analysis of what is going on and whether the results appear consistent with goals.

Such assessment is basic to program planning. Furthermore, it pays to learn from research and experiences of other programs. The Evaluations and Research staff member could keep abreast of developments in other programs and feed in this information to the Task Forces, and through the Director of the program to the Alcohol and Drug Abuse Co-ordinating Council.

E. Native Intern Training

The role of natives in the Task Force is for a twofold reason:

- a) for a two-way learning situation, that is, natives are teachers as well as learners - they learn certain facts from "professionals", and "professionals" learn from the natives of the ways and values of native peoples;
- b) to prepare them to take over responsibility for certain components of the alcoholism programs and to assume leadership and service responsibilities in the smaller communities throughout the North.

See
Appendix 13

The dilemma of needing specialized skills, without permanently blocking appointments of natives or other Northern people could be resolved through arranging, where necessary, well remunerated two-year contracts with Southerners whose responsibility will include the training of their Northern successors. Alternative approaches would include selection of Northerners and their preparation for the senior positions.

10. RECOMMENDED - that greater investment be made in the development of the human resources of the North; that this development be more in terms of the psyche and the spirit; that such development be facilitated through grants to people; that since grants to native political organizations for service programs run the risk of "political" controversy and criticism, such grants could still be made to native groups specifically organized for self-help and service purposes. Such purposes could include native family counselling, native court services, native mental health and alcoholism prevention programs.
- The spirit of this last recommendation is basic to all recommendations - - services are not really effective if they are not known, understood or trusted. "Give us grants and we will give you back twenty-five civil servants" are words of one native echoed by many others in a variety of ways. The Government has hundreds of whites taking care of natives - a dependency relationship in which too often there is little love either way. Natives have become dependent on non-natives and now the non-natives have become dependent on the dependencies of the natives. There are civil servants who respect native people - have positive expectations and get positive results. But there appears to be many who, consciously or unconsciously, lack confidence in native people - - have negative expectations and their negative expectations are fulfilled. The great need in the North is to stop

See
Appendix 14

Approach to
Native People
Concluding
Recommendation

destroying people by "taking care" of them. Rather their need appears to be for the freedom, opportunity and power to take care of themselves, and in so doing substantially reduce their alcohol related problems.

APPENDIX 1.

If Government policy is to be based on the degree of risk to an individual's health and to the possibility of some social disruption, then alcohol and tobacco must be recognized for what they are -- dangerous drugs.

Without this recognition, and without the inclusion of alcohol and tobacco in the very core of drug response activity, our social policy will continue to be piecemeal at best, will continue to "attack" only the most inflammatory symptoms of our growing dependence on chemicals, and will doom us to relive the mistakes of our past.

Historical Perspectives - Alcohol, Tobacco
and other Drugs of Dependence

Presented to: Anglo-American Conference
on Drug Abuse, London,
England

By: H. David Archibald,
Executive Director,
Addiction Research Foundation

APPENDIX 2.

Excerpt from:
Report of National
Commission on Marihuana
& Drug Abuse

Education and Information

The Commission seriously questioned the assumption that informing young people about the risks of drug taking can persuade them not to use psycho-active substances. Its studies of already-operating drug education and information programs indicate that none has proven particularly effective as a use-prevention measure. Also, the Commission found that many of these programs were distributing incorrect or incomplete data on drug use and its effects.

Governor Shafer explained that government information programs are often used "to propound and defend the official doctrines and values rather than to communicate accurate information. Consequently, the credibility of these programs is low."

The Commission specifically recommended:

That the Federal Government establish a procedure for screening all federally-sponsored or funded materials for accuracy;

That a moratorium be declared on the production and dissemination of new drug information

materials until the Federal Government develops necessary standards for accuracy and concept. . .

CONFLICT OF INTEREST

We have here in the state the historic beginnings of a conflict of interest between certain social goals and certain economic goals. The social goals appear to require measures to reduce the rate of beverage alcohol use, while the economic goals lie in the opposite direction. Public policy often becomes unstable and lacks consistency because of the opposing tensions this situation produces.

In the state, where the consumer is also a voter, this economic pressure to boost sales of beverage alcohol will be reinforced, if most voters drink, by political pressure favouring an economical and convenient system of distributing the alcohol. The government is operating -- or at least regulating -- a delivery system for a product, whose expanded use carries with it the likelihood of a parallel expansion in SOCIAL AND PUBLIC HEALTH PROBLEMS.

From the viewpoint of the average individual drinker-voter, the idea that the state should benefit from alcohol sales, and simultaneously deal with related social and health problems, is inconsistent. This is because the average drinker-voter sees the likelihood of a drink-related health problem as something that will happen to someone else, not to him.

To him, health damage is a remote and unlikely possibility, while enjoyment of a drink is a near certainty. To him, the people who have health or social problems with alcohol have "something wrong" with them.

Only if he answers "yes" to the question, "Am I my brother's keeper?" can he accept the idea that his government should tax him in order to solve the health and social problems of people he doesn't even know. The propriety of taxing his liquor to pay for someone else's cure may well escape him, particularly if he sees no direct causal connection between the beverage and ill health.

Governments having an economic interest in alcohol distribution have taken much moral comfort from the notion that alcoholism might lie in the person rather than in the beverage. They could conscientiously promote the sale of alcohol if they were secure in the conviction that this would not add to the major alcohol-related health problem. However, by relaxing product controls they have allowed a social environment to emerge which encouraged the more psychologically vulnerable consumers as well as the less vulnerable to drink too freely.

APPENDIX 4.

Excerpts from:

NORTHWEST TERRITORIES BOARD OF LIQUOR INQUIRY - 1969

"The promotion of temperance and moderate drinking should very much be the concern of the Liquor Control Board. Desirable as liquor profits are, it would certainly not be in the best public interest to have a Liquor Control Board which views their collection as its major function. Equally, the public would be ill served by legislators who see the matter of alcohol education as one of the vague academic interests, best left in the hands of a research foundation. The best results will be obtained if the Liquor Control Board becomes actively involved in the educative process, and co-operates closely with the Alcohol Education office. This office can perform a vital role in advancing public knowledge about alcohol, and the Liquor Control Board can materially aid it in promoting moderation, not only through a cautious approach to liquor dispensation, but also by taking an active interest in the liquor situation and its effects in each community. The Liquor Control Board can provide information through its own outlets; become actively involved with licensees in the matter of drinking patterns; foster social drinking through better-managed and better-appointed premises, introduce alcohol gradually in each of the more remote communities; and last, but not least, speak with an official voice on matters concerning the use or misuse of alcohol." - - -

"Availability of Non-Alcoholic Recreational Facilities

Before establishing a liquor outlet in a community, it should be ascertained whether sports and other organized recreational activities are already in existence and can successfully compete with, or offer a reasonable alternative to drinking. This has particular importance for the individual, as a member of a group. The non-drinkers or one desirous of curtailing his drinking must have access to places and to friends in a non-alcoholic setting. As a main provider of liquor and recreational programs the N.W.T. Government has indeed the responsibility of deciding the pastimes it will primarily encourage, particularly for the young people." - - -

CONSUMERS UNION REPORT

Comments re alcohol and cigarette advertising as reported by
Robert D. McFadden

The Consumers Union, after a five-year study of drugs, recommended a nationwide ban on cigarette and alcohol advertising.

The union, which for years has rated consumer products and services for subscribers, presented these and other recommendations--and a wide array of supporting data--in a 623-page book, "Licit and Illicit Drugs", by Edward M. Brecher and the editors of Consumers Reports, the union's monthly magazine.

The book, published on Monday by Little, Brown and Co. in a hardcover edition selling for \$12.50 is described as the Union's Report on narcotics, stimulants, depressants, inhalants, hallucinogens and marijuana, and includes sections on caffeine, nicotine and alcohol.

Mr. Brecher, a writer on medical and scientific subjects, was a principal collaborator on the 1963 Consumer Union Report on Smoking and the Public Interest, which provided data for the Surgeon General's Advisory Committee on Smoking and Health and its 1964 report on the hazards of cigarette smoking.

Contending that the nation's alcohol problem is "a far larger problem, no matter how measured, than all other drug problems added together," the authors said that "the ideal solution is to raise a generation of young people whose needs" for alcohol and pharmacologically similar barbiturates are "minimal".

As interim measures, however, they recommended:

- * A prohibition of all advertising and promotion of alcoholic beverages.
- * Placement of health hazard notices--similar to those required on cigarette packages--on all alcoholic beverage labels.

Noting that cigarette consumption--after seven years of anticigarette drives--is close to its all-time high, the authors recommended:

- * A ban on all cigarette advertising and promotion, including point-of-sale displays and vending machines. Present laws ban cigarette ads on radio and television.

Court warns pub owners of duty

OTTAWA (CP) — Beverage room operators have a duty towards persons who become intoxicated on their premises, the Supreme Court of Canada ruled Monday.

The duty does not mean that a tavern owner must act as a watchdog for all persons who drink to excess but would vary with the circumstances, said Mr. Justice Bora Laskin in ordering Jordan House Ltd. of Louth Township, near St. Catharines, Ont., to pay \$10,425 for injuries suffered by one of its patrons in an auto accident.

Evidence was that John Menow, employed on a farm two miles from the hotel, drank to excess the evening of Jan. 18, 1968. Menow was a

regular patron of the hotel and both the owner and his employees knew of Menow's "tendency to drink to excess," Mr. Justice Laskin noted.

When Menow began table-hopping, he was turned out of the hotel. On his way home, he was struck by a car, incurring severe injuries.

Menow was awarded total damages of \$38,070 against the driver of the car and the hotel by lower courts. The hotel appealed the decisions to the Supreme Court.

The hotel's obligation could have been met by calling the police or Menow's employers or calling a taxi to take him home, the judge said.

CIVIL LIABILITY

Civil
liability

68. Where any person or his servant or agent sells liquor to or for a person whose condition is such that the consumption of liquor would apparently intoxicate him or increase his intoxication so that he would be in danger of causing injury to his person or injury or damage to the person or property of others, if the person to or for whom the liquor is sold while so intoxicated,

R.S.O. 1970,
c. 164

- (a) commits suicide or meets death by accident, an action under *The Fatal Accidents Act* lies against the person who or whose servant or agent sold the liquor; or
- (b) causes injury or damage to the person or property of another person, such other person is entitled to recover an amount to compensate him for his injury or damage from the person who or whose servant or agent sold the liquor. R.S.O. 1970, c. 250, s. 68.

EDMONTON JOURNAL, Thursday, May 3, 1973

North facing serious alcoholic problem

By STEVE HUME
Of The Journal

FORT McPHERSON, N.W.T. — "The standing loan between people here is \$20. It's become the basic unit of exchange set by the price of bootleg whisky."

Piet Van Loon lounges behind his battered desk, speaking slowly as he tries to pick the words that best describe the complex changes taking place in his community. Mr. Van Loon is chairman of the settlement council.

Booze is what's happening. It's shaping up as the single biggest headache for just about everyone North of the 60th parallel.

An ugly, crippling phenomenon that affects those who do not drink just as much as those who wake up with hangovers.

Disintegrating communities, growing child neglect, soaring crime rates and the fact that 13 per cent of deaths in the Northwest Territories can be attributed to alcohol — these are problems for all Northerners, not just the victims.

This community of 679, perched on the banks of the Peel River, 75 miles North of the Arctic Circle, is typical of the frontier settlements locked into the pressure cooker of alcohol abuse.

No worse

As a community, Fort McPherson is no worse than most other settlements in the N.W.T. when it comes to liquor problems. In fact, it's much better off than many.

But problems it has, and they grow grimmer by the month.

Not so long ago Fort McPherson was a thriving community of trappers and hunters with a long, proud history behind them. The Hudson's Bay Company established a trading post here more than 150 years ago and it has been going strong ever since.

For generations men harvested the rich bounty of furs in the Peel River valley and the Mackenzie Mountains, hunted the Porcupine caribou herd during its winter migration, and fed themselves and their dogs on the summer runs of whitefish from the teeming rivers.

Today, although there is a marked increase in wage employment, thanks to oil exploration and the construction of the Dempster Highway, trapping is on the decline and more than a few people are wondering about the shape of things to come.

If the present drinking pat-

terns within the community are any indication, the future isn't quite as rosy as the government has painted it with promises of higher wages and steady jobs.

From some points-of-view it is debatable whether the wonders of the 20th Century have brought any corresponding rise in the standard of living. Some might even argue that despite the benefits of welfare and medical facilities, the standard of living has actually declined.

Money feared

There are fears more money in the settlement will simply mean more alcohol abuse.

Fort McPherson is dry. The nearest liquor store is at Inuvik, 50 air miles to the north-east. So bootlegging becomes necessary in order to stockpile liquor in the community so that people can buy it when they want it, rather than having it brought in by plane.

They talk jokingly in the Mackenzie River delta about the Fort McPherson Mafia, but it doesn't seem so funny when you think that there are six bottle bootleggers in a community of just under 700 people.

"One main bootlegger, pretty reliable, two regular bootleggers and three part-time bootleggers," is the way one local inhabitant puts it.

"The RCMP try to get them but they can't get an informant. Even if they did make a pinch it would make the position of the police in this community intolerable."

Buying from the bootlegger is expensive — \$20 for 26 ounces of whisky, \$10 for a case of canned beer.

To Mr. Van Loon the problem is even more profound because he sees it as changing the very structural roots of the community.

"The social structure here has sort of evolved itself to accommodate the alcohol problem. It reflects most easily in the fact that the value of money in Fort McPherson has become extremely distorted.

\$120 party

"If people are having a party and having a good time it's nothing to put together \$120 and get six jugs in order to keep things rolling."

Part of the problem is clearly that the affluence in Fort McPherson always comes in spurts because of the seasonal and periodical nature of work in oil exploration and construction.

One answer seems to be the

establishment of a liquor outlet in Fort McPherson. It likely won't cut down on the drinking, but it will mean people are paying the same price for their bottle of whisky as everyone else in the N.W.T.

But what the settlement council would like to see is some form of liquor outlet that could be controlled by the community itself.

"We don't want some hotel interest coming in to open a beer parlor and make a killing off the drunken Indians," Mr. Van Loon says. "We want the people themselves to control it."

The settlement council would like to see something along the lines of a community recreation centre, with a bar available as just one of the services offered instead of being the entire reason for the establishment.

With such an operation, Mr. Van Loon says, it would be easier for the establishment to keep an eye on customers to make sure there was no blatant abuse of the facility.

Meanwhile, the settlement council has made its recommendations to the N.W.T. Liquor Control Board, and while it waits for an answer the bottles continue to pile up like dead soldiers — at \$20 each.

**Dogrib Band Council
Rae, N.W.T.**

The following resolutions were passed in the presence of and with the concurrence of the following:

James Wah-shee - President, Indian Brotherhood of the N.W.T.	
Chief Alex Arrowmaker - Dogrib Band Council	
Philip Buskey	- Councillor
Alex Charlo	- Councillor
Harry Koyina	- Councillor
Joe Nigwi	- Councillor
Edward Lafferty	- Councillor
Alphonse Lamouelle	- Councillor

And Band Members:

Jimmie Mantla	Bruno Eyakfwo	Edward Washie
Philip Chocolate	William Beaverho	Pierre Washie
Harry Wedawin	Jimmie Moosenose	Susie Bruncau
Alphonse Wedawin	Jimmie Rabesca	Charlie Mackenzie
Jimmy Kodzin	Edward Kodzin	Johnny Huskey
Bruno Wanazah	Michel Williah	Joseph Pea'a
Pierre Judas	Sereton Football	John Football
Philip Dryneck	Vital Thomas	Paul Quitte

A Resolution Regarding Alcohol

Whereas, the community of Rae-Edzo has suffered from the presence of alcohol through family and social breakdown, resulting in an increase of violence, assaults, petty theft and other serious community disorders directly attributable to alcohol abuse, for example, child neglect.

And whereas, the problem of alcohol has been aggravated by an increasing population which invites profituring in the form of bootlegging.

And whereas, the leaders and interested members of the community view the disruption caused by alcohol and those who abuse it with grave concern.

And whereas, the control of their own destiny is thwarted by the fact that the decision-making processes on the use and distribution of alcohol, rests in the hands of those who legislate elsewhere aided by those members of the community who have vested interests in maintaining the social disintegration.

And whereas, the wishes of the citizens of Rae-Edzo to participate in the development of community projects is constantly undermined by the existence of and the abuse of alcohol.

And whereas, the elders of the community are distressed with the increasing violence demonstrated towards children, siblings, spouses and other innocent members.

And whereas, medical concern is mounting over the rapid increase in V.D. among minors and youths, which fact is directly attributable to alcohol abuse.

And whereas, the present lack of control leads to the upheaval of traditional living patterns and encourages behaviour that is

detrimental to the large community in their aspirations to achieve a better standard of living.

Now, therefore be it resolved, that we, the aforementioned Councillors and Band Members and with the concurrence of the appended list of signatories do hereby and herewith request the following:

- (1) That a ten year moratorium be applied on all questions of a liquor plebiscite, and retail outlets in Rae-Edzo.
- (2) That there be a review of the judicial and penal system regarding the sale or gift of alcohol to minors with a view to higher fines and increased penalties against those so apprehended.
- (3) That, at the request of the Chief and Band Council and elders, much consideration be given to the control of quantities purchased for off-premises use.

Resolution #2

Whereas, the new community of Edzo is in an embryonic stage.
And whereas, its growth and economic development is of direct concern to the native people.

And whereas, a plan has been surveyed for the orderly commercial development involving the native people.

And whereas, proceeding with this plan the Chief and Band Council have initiated the first phase by commencing legal procedures leading to incorporation.

Now therefore be it resolved, that the Government of the N.W.T. and the Council of the Hamlet of Rae-Edzo, be requested to halt all further considerations of applications dealing with the establishment of commercial enterprises or businesses or land leases and assignments pertaining to same, until the aforesaid corporation of the Chief and Band Council are in a legal and financial position to proceed with the planned complex and commercial development.

cc: Commissioner of the N.W.T.
N.W.T. Liquor Board
Territorial Court
Dept. of Alcohol Education
James Rabesca, Territorial Council
Dave McNabb, N.W.T. Metis Assoc.
Indian Brotherhood of the N.W.T.

APPENDIX 9.

RECOMMENDATION 36

"That in selected communities where private capital is not available for the erection and operation of licensed premises, the N.W.T. Government on the recommendation of the board, consider the establishment of government-operated licensed premises."

Excerpt from Northwest Territories Board
of Liquor Inquiry - 1969

APPENDIX 10.

Excerpts from:

Report of Mental Health Survey Team - 1969

Type of Employment Available

A special problem exists because of the preponderance of unattached male workers in the North. The single, and often the married, worker in the North, particularly in the mining and construction fields, has a notorious pattern of compensation for the lack of amenities, manifest as binge drinking, gambling and the consortation with native girls in particular, which has led to serious problems of promiscuity and venereal disease. This group is most often indifferent to the community and to the effects of their behaviour on the native and non-native social structure.

APPENDIX II.

MANAGEMENT AND STAFF

The licensed operators are without doubt key individuals in the licensing system. They are the persons who, more than any others, can make on-premise consumption an orderly activity and a successful component of any alcohol education program. Too often are licensees thought of as mere businessmen, operating solely for profit. Close liaison between the board and licensed operators, and constructive supervision of premises would add much to further the objective of moderate and reasonable drinking by the population.

Excerpt from Northwest Territories Board
of Liquor Inquiry - 1969.

APPENDIX 12.

ALCOHOLISM

- (1) The Government of the Province of Alberta recognizes, as an Employer, that alcoholism is an illness which can respond to therapy and treatment and that absence from duty due to such therapy or treatment shall be considered to fall under these regulations.
- (2) An employee whose work performance is adversely affected by what is considered to be an alcohol problem, shall be referred by his supervisor to the Division of Alcoholism, Department of Health, to determine whether or not he is an alcoholic.
- (3) An employee who as a result of Clause (2), is confirmed to be an alcoholic, shall
 - (a) recognize his obligation to seek treatment when his use of alcohol has an adverse affect on his ability to satisfactorily perform the duties assigned to him, and
 - (b) agree to faithfully maintain any course of treatment of therapy prescribed for him, and
 - (c) agree to the release of confidential information relative to his motivation, attitude and attendance to his department by an official counsellor of the Division of Alcoholism.
- (4) Failure to adhere to the conditions listed in Clause (3), shall constitute grounds for dismissal pursuant to Section 3.
- (5) A refusal to submit to an assessment pursuant to Clause (2) shall not by itself constitute grounds for dismissal unless considered as part of an employee's total work performance and conduct.

Natives lose out

Northwest Territories natives are 75 per cent of the population but a mere 19 per cent of the territorial public service and only 11 per cent of the federal public service there.

That is the word from Hugh Hunt, assistant deputy minister of the federal northern development department — a thoroughly discouraging revelation if ever there was one.

Ottawa has been toiling to bring the North into the mainstream of Canadian life since 1953 when the old northern affairs and national resources department was established.

Time and again through the years pressure has been applied on Ottawa by the Northern public and provincial groups to improve educational opportunities for N.W.T. natives, so, if they chose, they could take jobs in the N.W.T. or federal government service.

A few years back Ottawa vowed that by 1975, three-quarters of the federal service in the Far North would be native personnel. It is now clear that the target will not even be approached.

Educational opportunity has been provided to the N.W.T. natives. In many respects N.W.T. education is more advanced, and provides greater continuity, than does education in the provinces. But apparently the native products of this system are not staying in the Territories after finishing studies.

Because Territorial government is an extension of the federal government — the chief executive of N.W.T. government is a federal appointee, not elected

by N.W.T. residents — Northern Development Minister Jean Chretien is ultimately responsible for the N.W.T. public service. His department has some answering to do in the matter of native employment.

APPENDIX 14.

Excerpt from: Indian Control
of Indian
Education
Policy paper presented to
Minister of Indian Affairs
by National Indian Brother-
hood.

ALCOHOL AND DRUG EDUCATION

There is immediate need for educational programs of a preventative and rehabilitative nature, which are designed and operated by Indians to meet the threat of alcohol and drug addiction which plagues both young and old alike. Whatever funds and means are necessary to operate these programs should be made available at the earliest possible date.

Some recommendations proposed by Indian provincial organizations for implementing these programs are:

- a) Training native people as social animators to initiate programs of group dynamics at the community level. In this way there would be community participation in decision-making which affects the community. Through the acquisition of knowledge about problems and services, combined with reality-oriented group discussions leading to community action, the solution of the socio-medical ills can be placed in the context of the community.
- b) Governments, federal and provincial, should encourage special seminars and study groups for teachers, parents and students, as well as making available the best audio-visual aids, in order to bring those concerned up to date on all that can be done to combat addiction.
- c) These programs should be directed not only to the victims of addiction but also to the communities, professions and

Institutions that become involved in the circle of human relationships thereby affected.

POST-SECONDARY EDUCATION

Considering the great need there is for professional people in Indian communities, every effort should be made to encourage and assist Indian students to succeed in post-secondary studies. Encouragement should take the form of recruiting programs directed to providing information to students desiring to enter professions such as: nursing, teaching, counselling, law, medicine, engineering, etc. Realistic entrance requirements, pre-university programs, counselling and tutoring are factors which determine how far the student will go. Course requirements should be realistic and relevant. Native Studies programs and recognizing Indian languages for the second language requirement, contribute to the motivation which a student needs to succeed.

E N D

GOVERNMENT OF THE N.W.T.

WACKO REPORT: "OBSERVATIONS AND RECOMMENDATIONS RESPECTING ALCOHOL AND DRUGS IN THE NORTHWEST TERRITORIES"
SUMMARY OF RECOMMENDATIONS AND COMMENTS OF ADMINISTRATION

October, 1973

Wacko Report Recommendations

Administration Comments

1. Recommended that government regulations and programming be aimed at reducing the pattern of drinking which leads to drunkenness. (p.22)
2. Recommended that the liquor ordinances of the Northwest Territories have included in them not only a clear statement about the responsibilities of licensees, especially in respect to not serving minors and those apparently intoxicated, but also should include a civil liability section. (p.24)
3. Recommended that the R.C.M.P. be delegated the responsibility of enforcing the liquor ordinances pertaining to licensed premises. (p.26)
4. Recommended that more use be made of innovative procedures for alcohol distribution to allow for greater native involvement in the control of alcohol use and consequences of alcohol abuse. (p.27)
5. Recommended that in order to lessen the damaging effects on the native communities along the MacKenzie the Government consider:
 - (a) operating, on an experimental basis, beer premises in which the native is not profit, but recreation without drunkenness;

The administration concurs with this recommendation and will facilitate implementation of the measures which Wacko suggests may help to achieve this goal.

Section 76 of the Liquor Ordinance deals with the matter of Civil Liabilities and would appear to cover most of the points raised in Mr. Wacko's recommendation.

This proposal would only be workable if the R.C.M.P. are willing to undertake enforcement of the liquor ordinance. It is recognized that the enforcement of the provisions of the ordinance are crucial to an all-embracing alcohol program.

The administration will do everything possible to facilitate any reasonable control procedure which has the support of the Settlement Council or other elected council and the majority of residents in the community.

The administration feels that such an experiment would be worthwhile but recognizes that, to be successful, it would have to be initiated by a community rather than be imposed by the administration.

(b) imposing some responsibility on companies for the behaviour of their men. (p.29)

The administration recognizes the negative impact of the practice of dumping workmen on a community and continues to urge companies not to do so.

6. Recommended that, in order to provide more peer group sanctions of those committing alcohol offences or offences committed under the influence of alcohol, community native people be involved in various ways by Justice personnel. (p.30)

The administration supports the use of peer group sanctions through the use of native personnel in the courts. The objective is clear but the methods need to be refined.

7. Recommended that the Territorial Government establish our Alcohol and Drug Co-ordinating Council with purposes as set out on pages 31 - 33.

The administration supports the establishment of such a coordinating council, but recognizes that the success of such a council will depend upon the commitment to decisions by the Council of its member organizations and upon the concreteness of its terms of reference.

8. Recommended that the Territorial Government set a good example to industry in the North by establishing a Government policy on alcohol and drug abuse within the Government service. (p.34)

The administration agrees with this recommendation and a policy statement is being prepared.

. . . Additionally, the Government could, at its various social functions, ascertain by its actions and policies that drinkers of non-alcohol beverages are not penalized or embarrassed. (p.34)

The administration agrees with this recommendation.

9. Recommended that the Territorial Government establish an Alcohol and Drug Program, the purpose of which would be the provision of:
(a) Treatment and treatment demonstration services;
(b) Public information and professional training;

The administration recognizes that it will need to appropriate sufficient funds to facilitate the development of the broad type of program suggested by Mr. Weeks. The estimates for 1974-75 will reflect this commitment. However, the administration plans to budget these funds in a way that self-help groups can play a significant role.

More study is needed and the advice of the proposed Advisory Council sought before decisions are made concerning the total scope of the program and on which facets of the program should be carried by local groups and which by the Department of Social Development.

- (c) Community resource development (agency co-ordination and community level involvement);
- (d) Evaluation and research.

The main components of this program would be:

- (a) Grants-in-aid;
- (b) Specialized task forces at Yellowknife and Frobisher Bay;
- (c) A built-in intern training program to ascertain that Northerners end up in charge of the program, and that people from smaller communities have opportunities for training. (p.35)

- 0. Recommended that greater investment be made in the development of the human resources of the North; that this development be more in terms of the psyche and the spirit; that such development be facilitated through grants to people; that since grants to native political organizations for service programs run the risk of "political" controversy and criticism, such grants could still be made to native groups specifically organized for self-help and service purposes. Such purposes could include native family counselling, native court services, native mental health and alcoholism prevention programs. (p.46)

The administration will substantially increase the funds available for grants-in-aid during 1974-75 in recognition of the principle spelled out in the recommendation.